

# Commonwealth of Virginia's Communications Interoperability

**The Federal Perspective Panel**

[www.interoperability.virginia.gov](http://www.interoperability.virginia.gov)



2006  
Virginia  
Interoperable  
Communications  
Conference

# Federal Perspective on Interoperability

2006 Virginia Interoperable Communications Conference

Dr. David Boyd

Director

C4ISR

Science and Technology Directorate

October 4, 2006

# Defining the Problem

Emergency responders often have difficulty exchanging voice and data communications when adjacent emergency response agencies are assigned to different radio bands, use incompatible proprietary systems and infrastructure, and lack adequate standard operating procedures and effective multi-jurisdictional, multi-disciplinary governance structures.



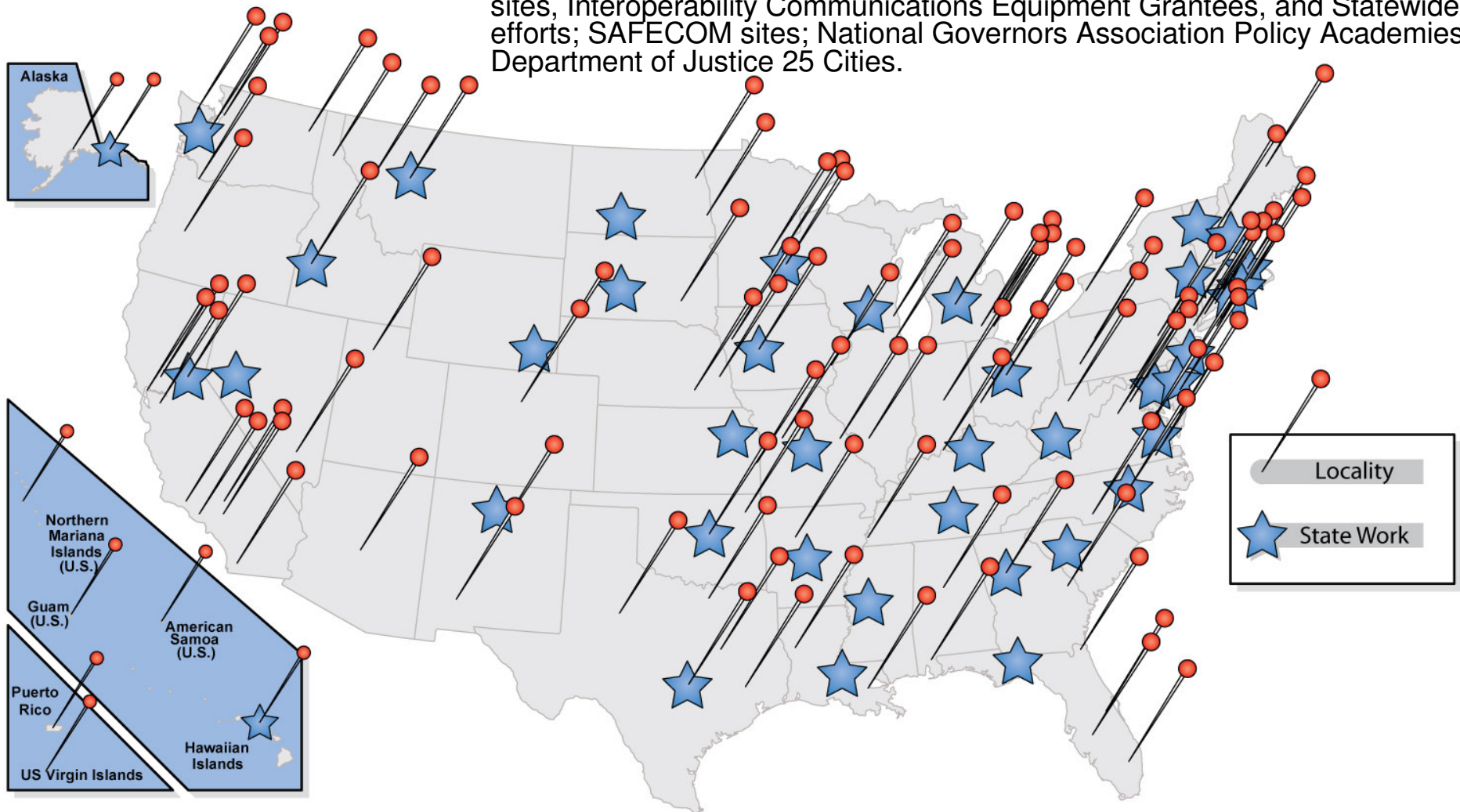
**Effective communications can mean the difference between life and death.**



**Homeland  
Security**

# Federal Interoperability Initiatives

Includes: Community Oriented Policing Services Grantees; Office of Grants and Training's Interoperable Communications Technical Assistance Program sites, Interoperability Communications Equipment Grantees, and Statewide efforts; SAFECOM sites; National Governors Association Policy Academies; Department of Justice 25 Cities.



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Security**

# OIC Background

The Department of Homeland Security (DHS) established the Office for Interoperability and Compatibility (OIC) in 2004 to strengthen and integrate interoperability and compatibility efforts in order to improve local, tribal, state, and Federal emergency preparedness and response. Managed by the Science and Technology (S&T) Directorate, OIC is assisting in the coordination of interoperability efforts.

OIC programs and initiatives address critical interoperability and compatibility issues. Priority areas include communications, equipment, and training.



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# Voice and Data Interoperability Programs

OIC's communications portfolio is currently comprised of the SAFECOM and Disaster Management (DM) programs.

**SAFECOM** primarily addresses voice interoperability. The program is addressing creation of the capacity for increased levels of interoperability by developing tools, best practices, and methodologies that emergency response agencies can put into effect immediately, based on feedback from emergency response practitioners.

**DM** primarily addresses data interoperability and information sharing. DM is improving incident response and recovery by developing tools and messaging standards that help emergency responders manage incidents and exchange information in real time.

**Together, SAFECOM and DM are providing state and local emergency responders with resources intended to address all aspects of communications interoperability.**



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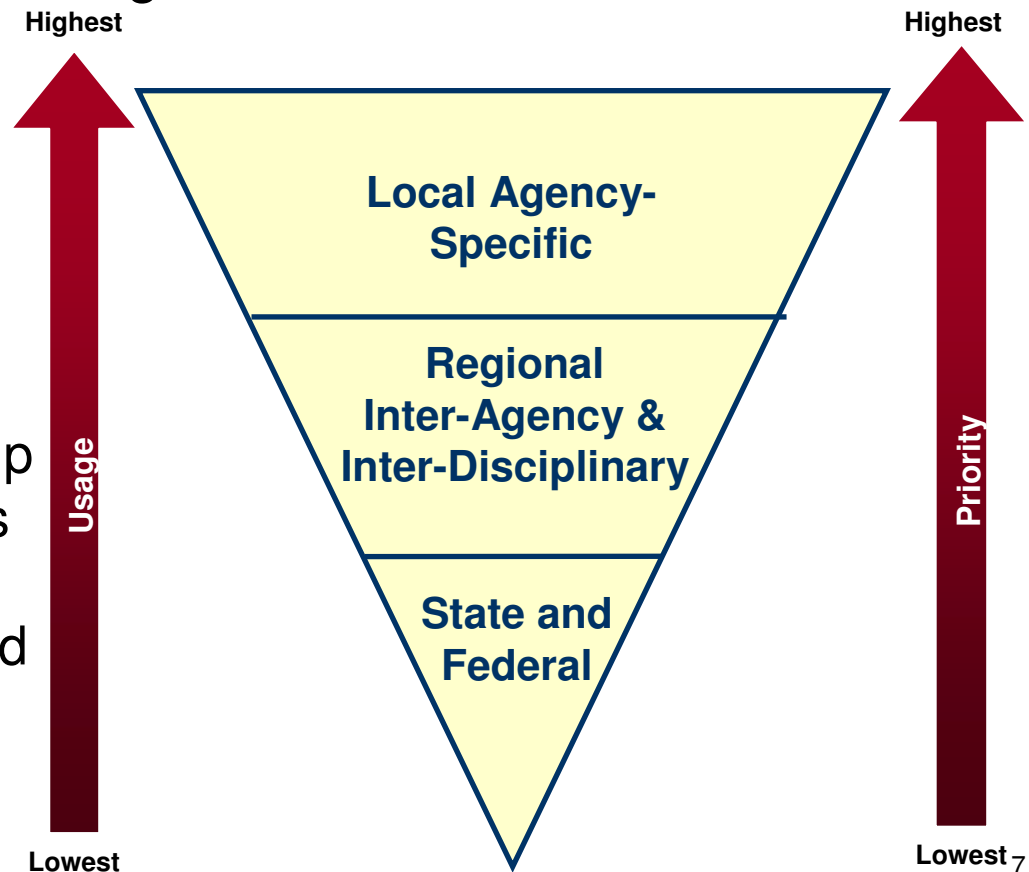
# Practitioner-Driven Approach

SAFECOM and DM both advocate a unique, “bottom-up” approach. The programs’ practitioner-driven governance structures benefit from the critical input of the emergency response community and from local, tribal, state, and Federal policy makers and leaders. This input ensures that OIC resources are aligned with state and local needs.

- SAFECOM’s Executive Committee and Emergency Response Council facilitate the input of emergency responders, policy makers, and leaders.
- DM’s Practitioner Steering Group ensures that initiatives and tools effectively meet practitioners’ information-sharing priorities and requirements.



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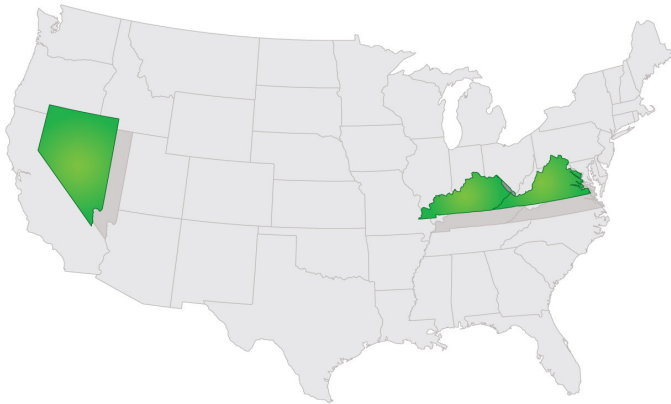
# Statewide Planning Workshop and Policy Academies

- SAFECOM is partnering with the National Governors Association (NGA) and the National Public Safety Telecommunications Council (NPSTC) to host a Statewide Planning Workshop where states and local communities can work on portions of their statewide plans.
- SAFECOM is partnering with NGA and the National Association of Counties (NACo) to work with state and local constituencies on statewide planning through policy academies.
- NGA will host 10 policy academies with 10 different states, beginning with Washington, Alabama, Minnesota, Indiana, and Montana. NACo will hold four policy academies with their constituents over a two-year period.

# Usable, Accessible Tools and Resources

OIC delivers a broad range of tools and resources to the emergency response community. *All of them:*

- Incorporate requirements driven by emergency responders.
- Have been field tested by local practitioners.
- Can be easily replicated across the Nation.
- Are available free of charge to the emergency response community.

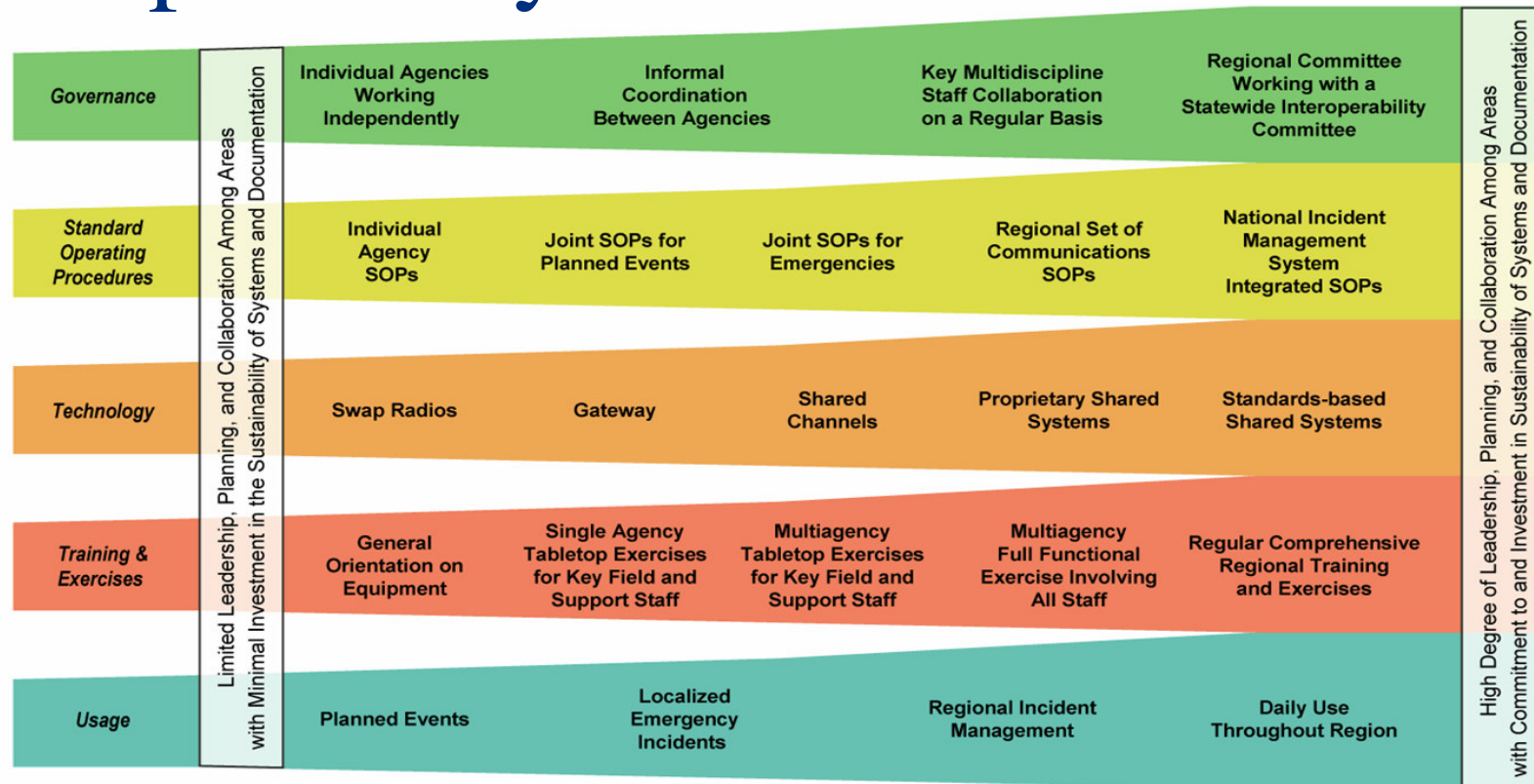


Disaster Management Interoperability Services  
Mapping Capability



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# Interoperability Continuum



Minimal Level ← Interoperability Continuum → Optimal Level

**The Interoperability Continuum helps the emergency response community and policy makers plan and implement interoperability solutions.**



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# Tools and Resources Available *Today*

**OIC is committed to developing tools—methodologies, templates, models, and educational materials—that emergency response agencies can use immediately:**

- **Statewide Communications Interoperability Planning Methodology:** Step-by-step planning guide for developing a locally driven statewide strategic plan, setting the foundation for interoperable communications
- **Statement of Requirements:** Document that provides specifications to manufacturers and enables them to build equipment that meets emergency responders' communications needs
- **Public Safety Architecture Framework:** Framework that helps emergency response agencies map system requirements and identify system gaps
- **Grant Guidance:** Resource that helps maximize the efficiency and effectiveness with which grant dollars relating to emergency-response communications-related grant dollars are allocated and spent
- **[www.DisasterHelp.gov](http://www.DisasterHelp.gov):** Web portal that provides a wealth of information for the general public and free services for the emergency response community



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# Tools and Resources Available *Today*

## (Cont.)

- **Open Platform for Emergency Networks:** Supporting infrastructure that allows emergency managers to share incident information, regardless of system, when using standards-compliant products
- **Disaster Management Interoperability Services:** Software that offers emergency managers basic incident-management software tools



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# SAFECOM Upcoming Tools and Resources

- Guide for a Memorandum of Understanding (MOU) – Tool that provides information on creating a framework for mutual accountability among multiple jurisdictions
- Guide for Standard Operating Procedures (SOP) Version 1 – Tool that provides instructions to assist emergency responders in creating effective SOPs
- Request for Proposal (RFP) Guidebook – Guide to assist practitioners with the RFP development process that will help maximize resources and inform purchasing decisions
- Improving Interoperability Through Shared Channels – Guide to help state and local interoperability coordinators create a regional channel plan

# Acceleration of Standards

**The acceleration of standards is a key component of both SAFECOM and DM's work. SAFECOM focuses on communications standards; DM focuses on messaging and information sharing standards.**

- SAFECOM supports the acceleration of the Project 25 standards that help produce equipment that is interoperable and compatible regardless of manufacturer. SAFECOM is working with the National Institute of Standards and Technology and the Department of Justice to develop and implement a Compliance Assessment Program to validate that P25 standardized systems are indeed P25-compliant, and that equipment from different manufacturers can interoperate.
- DM leads the Information Exchange Standards Initiative, a public-private partnership to create messaging standards to share information between disparate incident management systems and software applications.

# Acceleration of Standards (Cont.)

- DM supports the acceleration of emergency management exchange standards. The Organization for the Advancement of Structured Information Standards approved the Common Alerting Protocol and Distribution Element Standard, and more than 20 additional standards are in the approval process.
- DM participates in the National Information Exchange Model, which allows local, tribal, state, and Federal governments to effectively share critical information in emergencies, and supports the day-to-day operations of agencies nationwide.

# Shared Vision: Compatible Strategies

**Objective: Achieve interoperability for the Nation's emergency responders**

## **SAFECOM**

- ✓ Promote a system-of-systems approach through use of standards-based communications equipment.
- ✓ Encourage establishment of governing bodies to foster a culture of cooperation and sharing across agencies and jurisdictions.
- ✓ Support prioritization and funding of interoperability among local, tribal, state, and Federal leadership.
- ✓ Advance standardization of training and exercise programs.
- ✓ Support daily use of interoperable equipment throughout regions.

## **DM**

- ✓ Accelerate the development of data messaging and information-sharing standards by identifying practitioner requirements, formalizing standard processes, and working with software providers.
- ✓ Support the infrastructure necessary to share information.
- ✓ Ensure that emergency responders have the tools needed to manage incidents and share incident-related information.
- ✓ Meet the Nation's need for a single access point for disaster management information.

**Success: Emergency response and management communities are able to exchange voice and data on demand, in real time, when needed, and when authorized.**

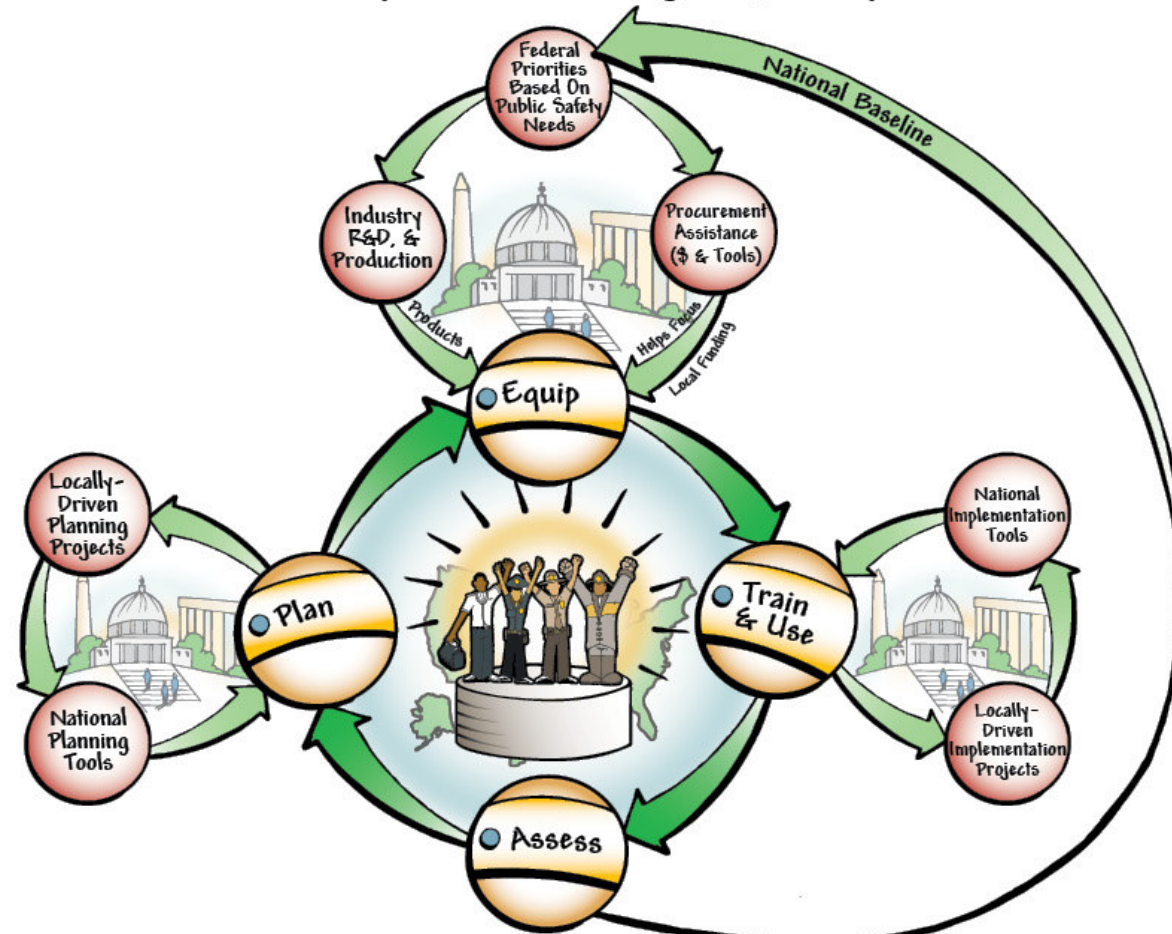


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# Federal Impact on Emergency Responders

The local emergency responder cycle for planning and implementing interoperability is at the heart of the national strategy for achieving interoperability. Coordinated Federal interoperability programs support and enhance activities in each of these phases. This support provides emergency responders with tools and guidance to ensure agencies and localities have the best information and resources available to improve interoperability today and plan for tomorrow.

## Federal Impact on Emergency Responders



April 2006



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# Homeland Security

# Communications Interoperability & Compatibility

Marilyn Praisner

Chair, SAFECOM Executive Committee

*October 4, 2006*



# Interoperable Communications

Communications interoperability is the ability of public safety agencies to talk across disciplines and jurisdictions via radio communications systems, exchanging voice and/or data with one another:

- on demand
- in real time
- when needed
- when authorized

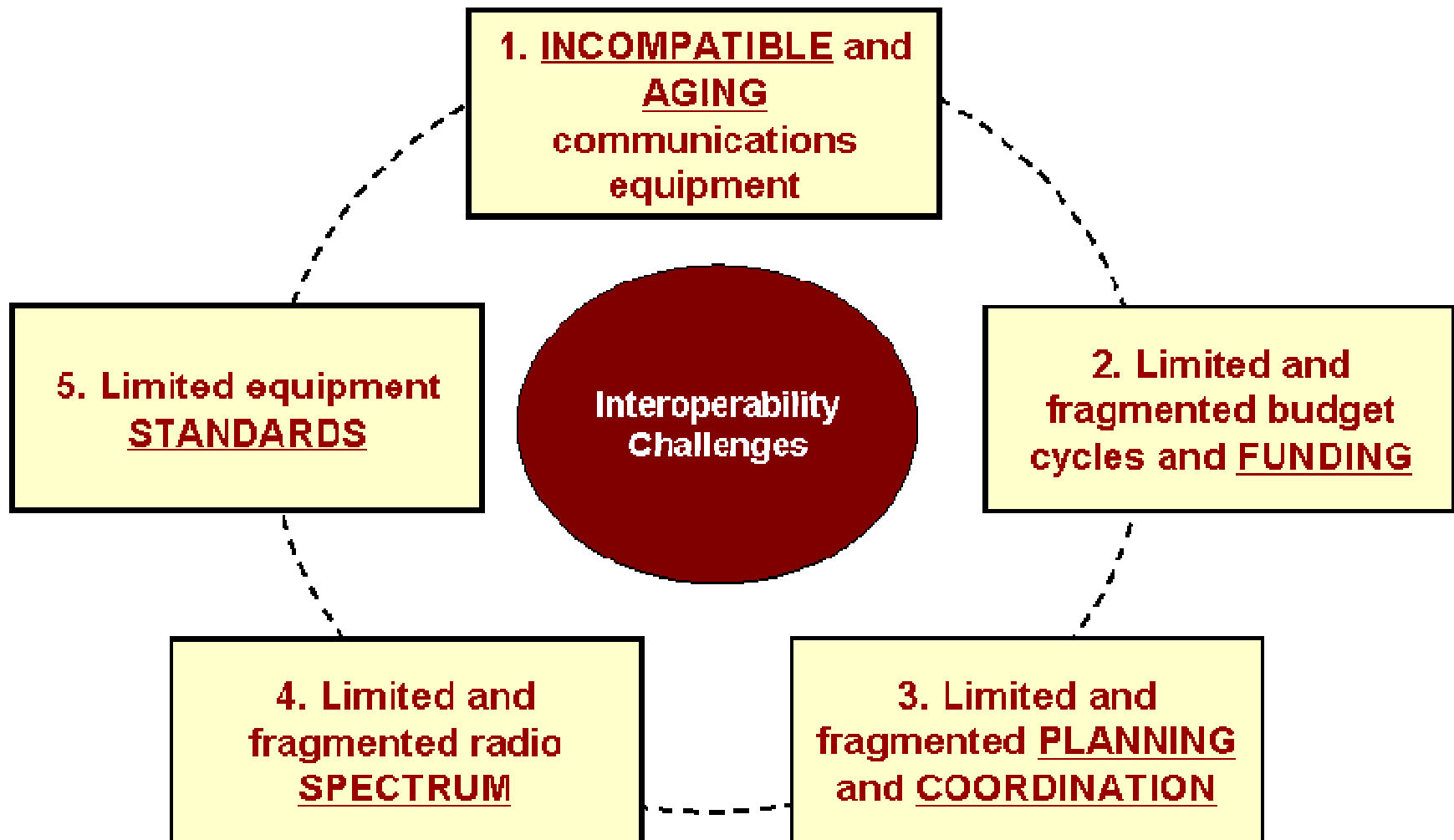


# Why is Interoperability Important?

- Improves the ability of public safety practitioners to reduce the loss of life and property in emergency situations.
- Facilitates rapid and efficient interaction among all public safety organizations
- Provides immediate and coordinated assistance in day-to-day missions, task force operations, and mass-casualty incidents



# Five Key Challenges



# SAFECOM

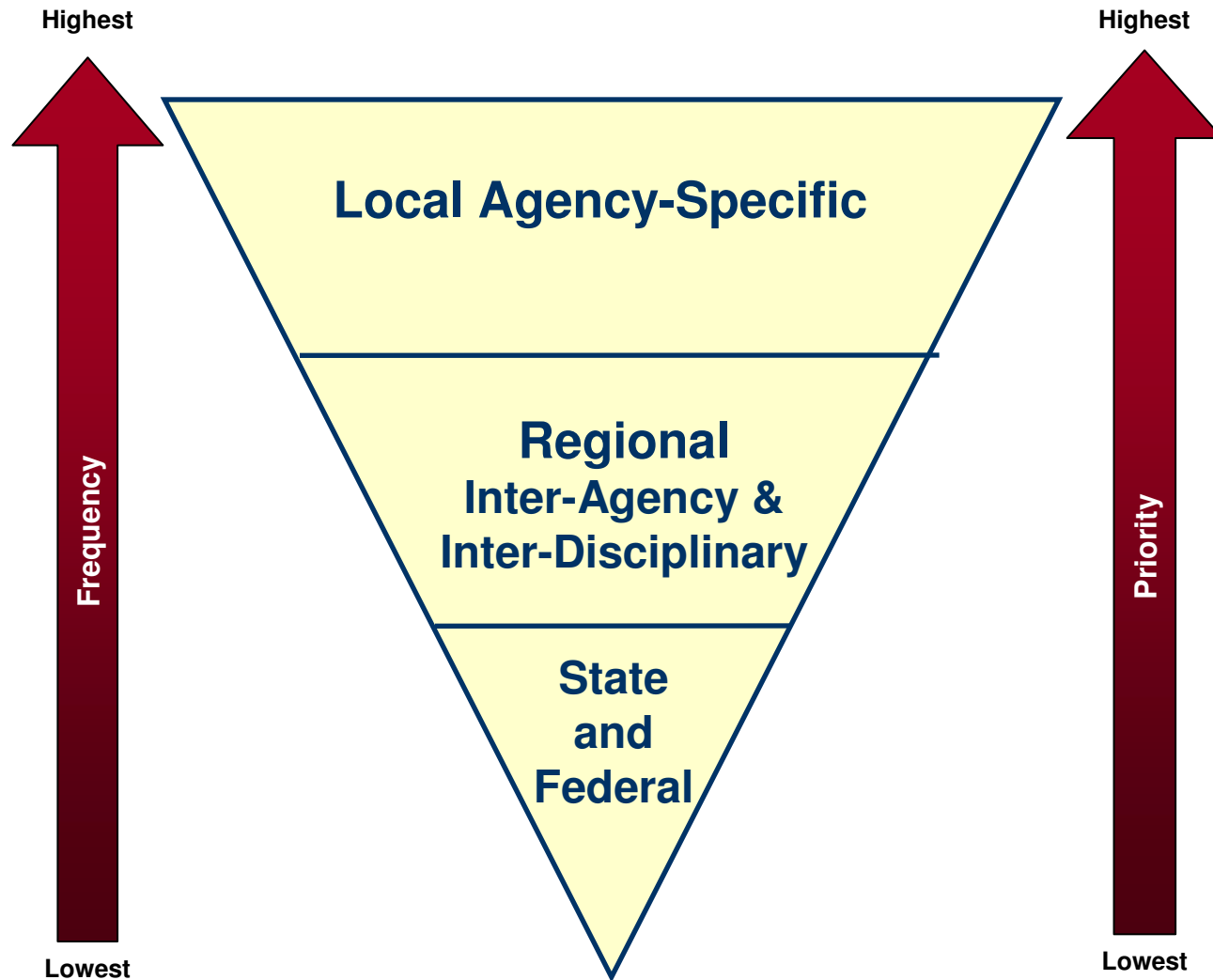
SAFECOM provides research, development, testing, evaluation, guidance and assistance for local, tribal, state, and federal public safety agencies working to improve public safety response through more effective and efficient interoperable wireless communications.

- SAFECOM is a public safety practitioner-driven program that works cooperatively with more than 60,000 local and state public safety agencies.
- SAFECOM makes it possible for the public safety community to leverage resources by promoting coordination and cooperation across all levels of government.

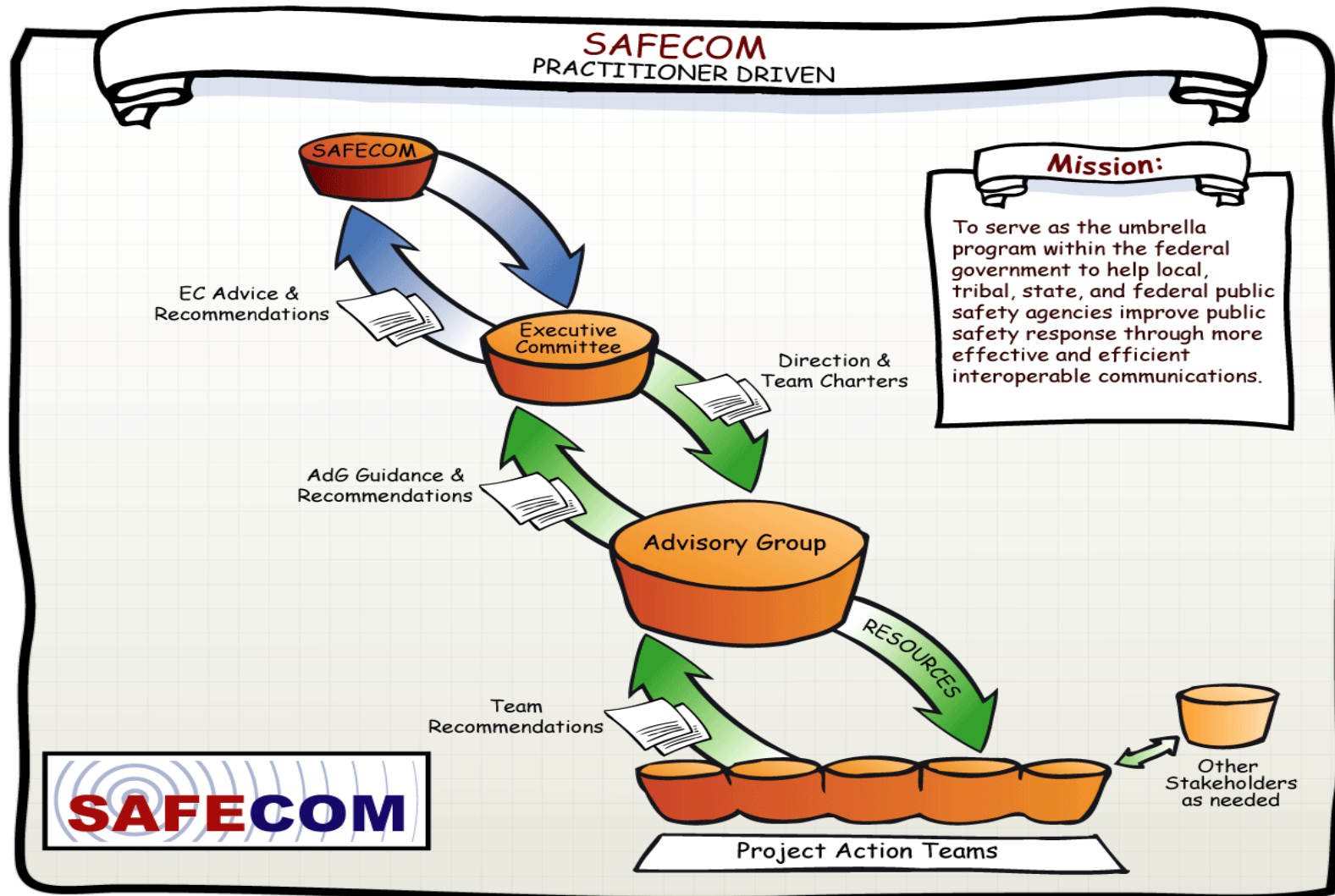
***With its partners, SAFECOM is working to ensure a safer America through effective public safety communications.***



# Practitioner-Driven Philosophy



# Governance Structure

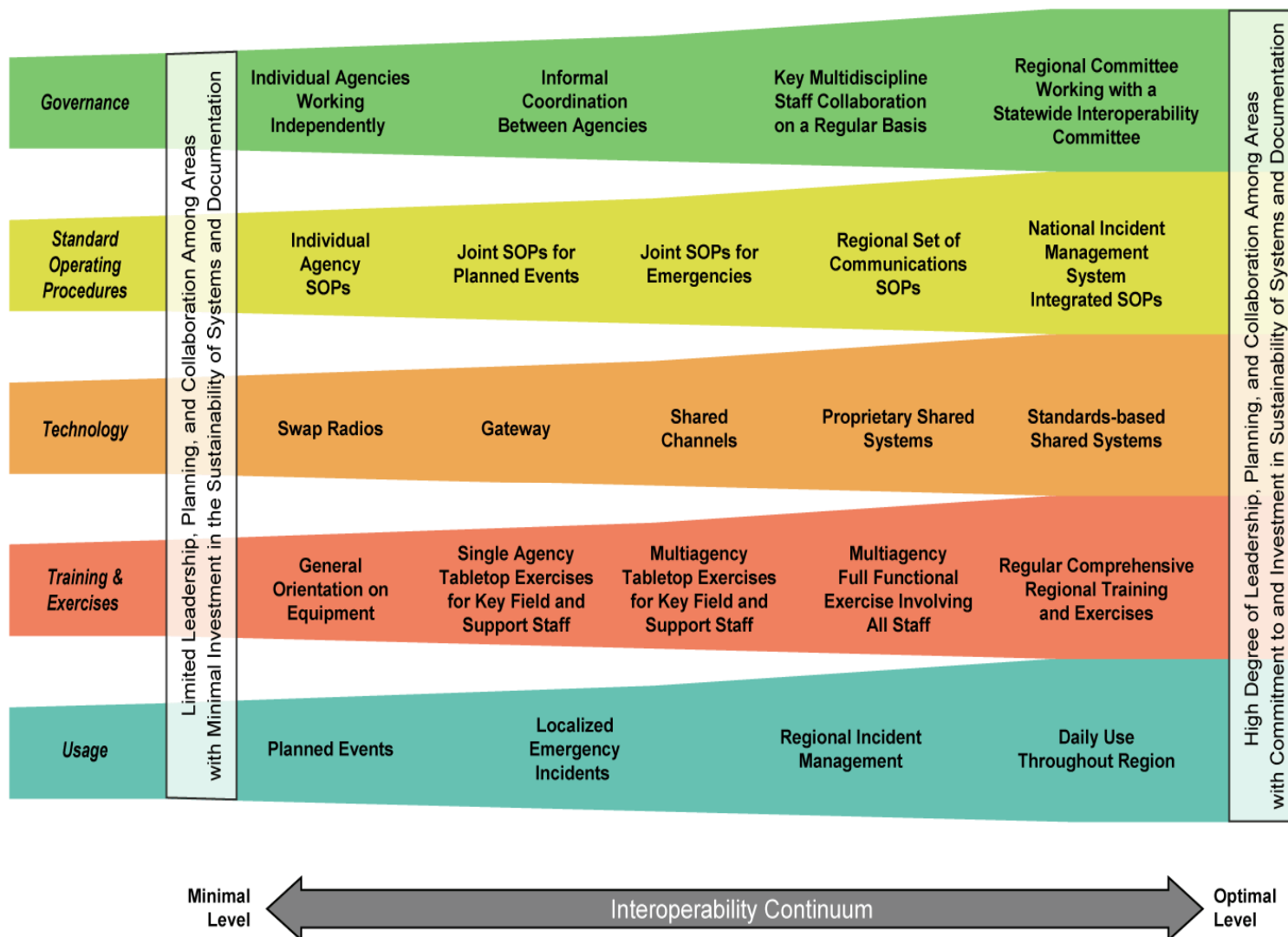


# Communications Interoperability Projects

- Communications Interoperability Continuum
- Interoperability Baseline Initiative
- Common Federal Grant Guidance
- Public Safety Statement of Requirements (SoR)
- Acceleration of Standards Process
- Statewide Communications Interoperability Planning (SCIP) Methodology



# Communications Interoperability Continuum



# Interoperability Baseline Initiative

- The Interoperability Baseline project is a 5 phase process that will measure the current state of communications interoperability across the Nation.
  - Establishes a coherent picture of current communications interoperability
  - Includes operational, governance, *and* technical considerations
  - Offers a yardstick to identify and drive investment needs
  - Serves as an integrated component of SAFECOM's approach to interoperability



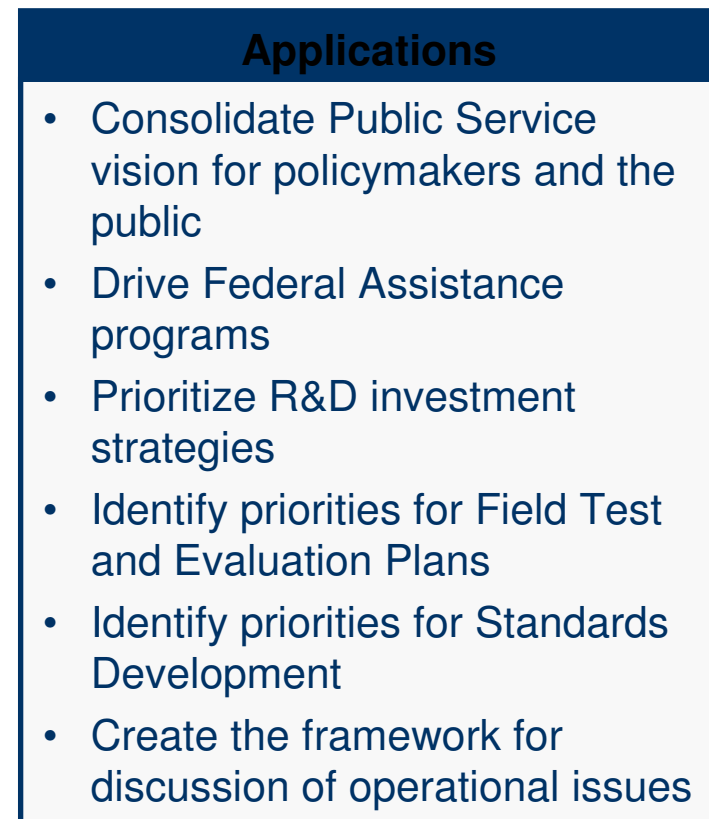
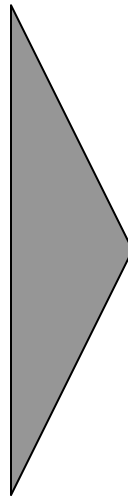
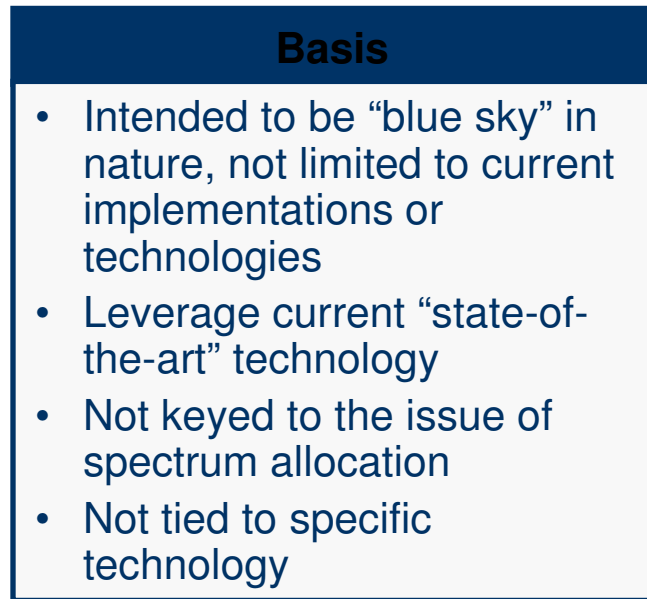
# Grant Guidance

- With input from the public safety community, SAFECOM developed common grant guidance to federal agencies to assist in planning and implementing the community's interoperability solutions.
- Grant guidance provides federal grant dollar criteria to avert the creation of public safety communications systems stovepipes at the local and state levels.

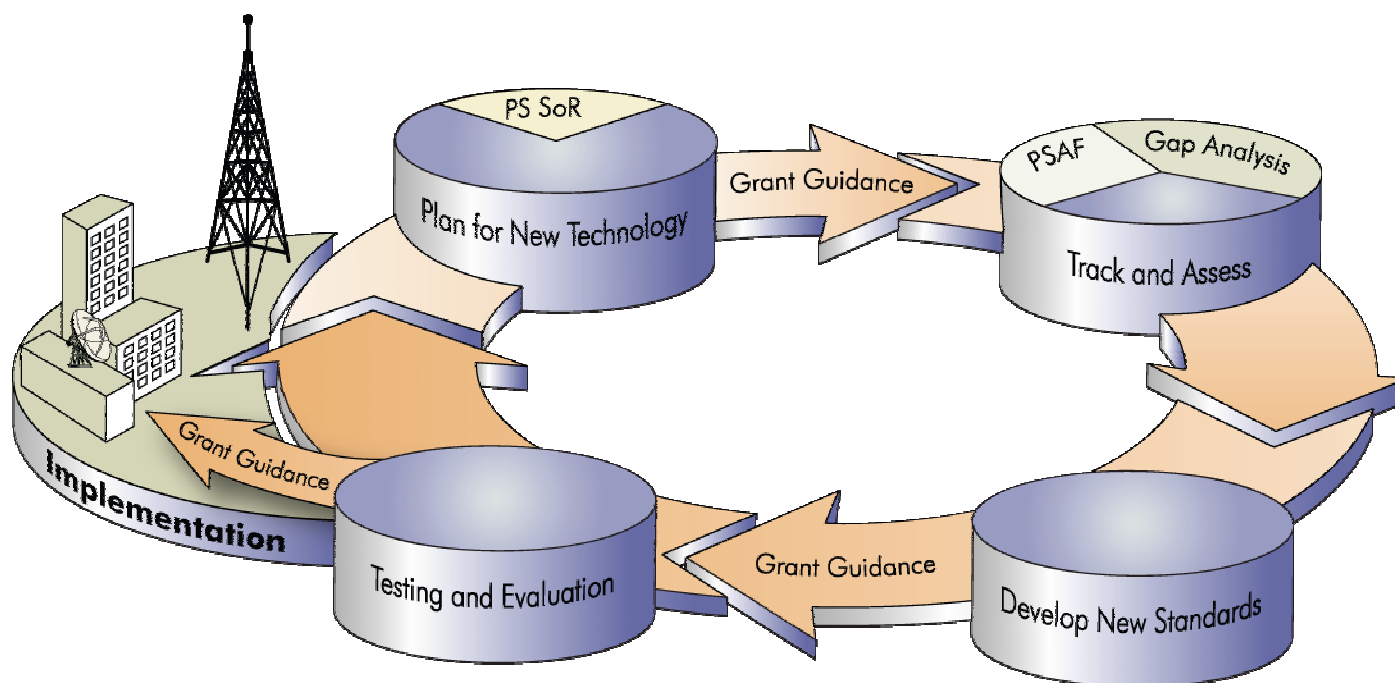


# Statement of Requirements (SoR)

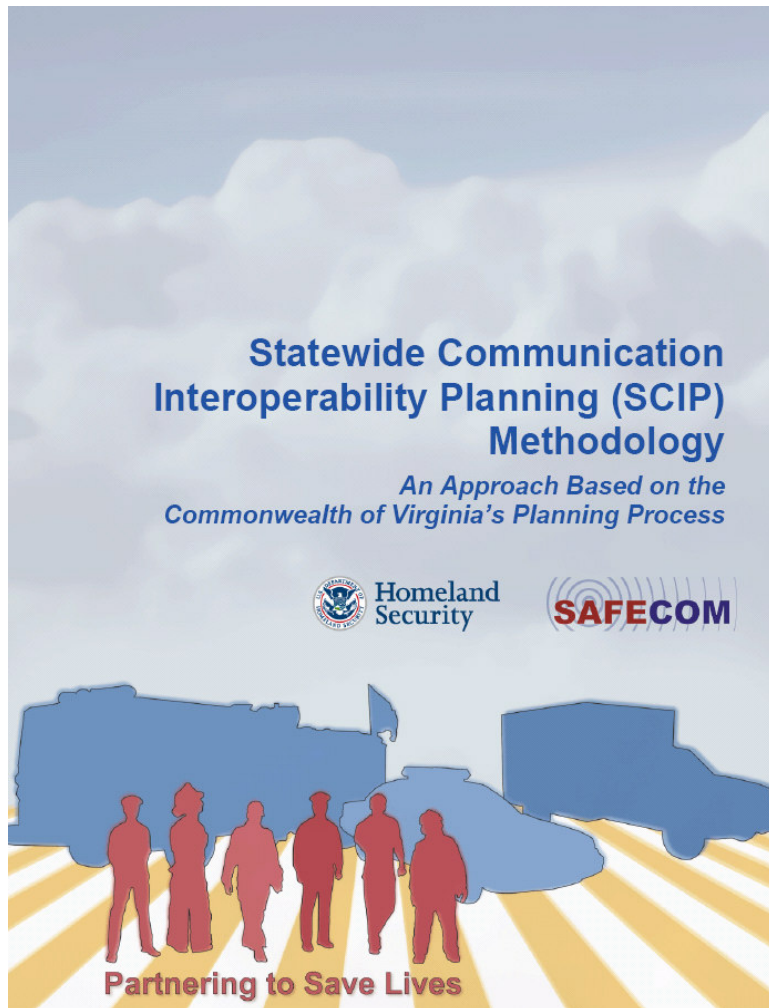
- Developed with public safety practitioner input, the SoR defines the *operational* and *functional* requirements for public safety practitioners to communicate and share information when it is needed, where it is needed, and when authorized.



# Lifecycle Approach to Standards Development



# SCIP Methodology



The Statewide Communications Interoperability Planning (SCIP) Methodology is a result of the collaboration between SAFECOM and the Commonwealth of Virginia in its development of a strategic plan for improving statewide interoperable communications.

The SCIP is a tool that outlines a step-by-step planning process for developing a locally-driven, statewide strategic plan to enhance communications interoperability.



# Ongoing Initiatives

- Develop standardized tools and methodologies for communications planning
- Pilot tools and methods as national models at the rural, urban, state, and/or regional levels for public safety
- Create a baseline of public safety communications interoperability for first responders
- Accelerate the development of communications standards
- Publish a national public safety architecture framework
- Implement a coordinated RDT&E program for public safety





# Communications Technology CommTech Portfolio

for the

## Virginia Interoperable Communications Conference

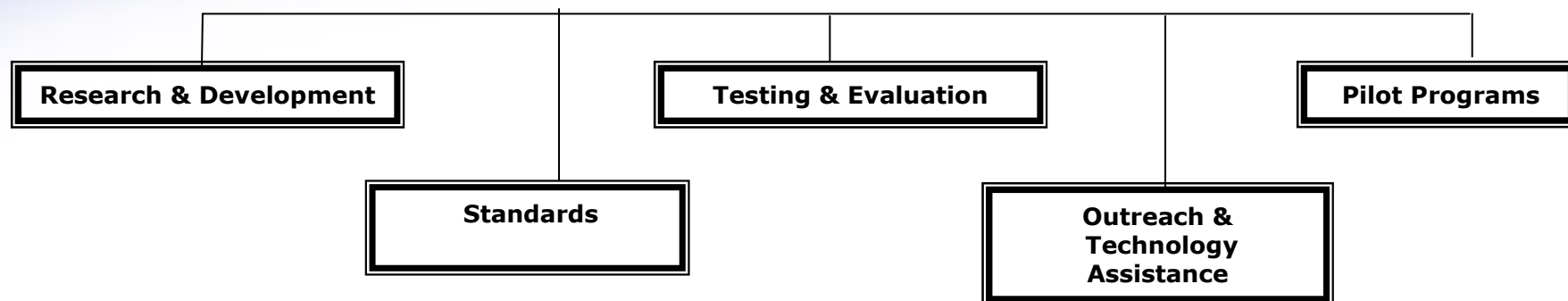
Joe Heaps, Portfolio Manager  
October 2006



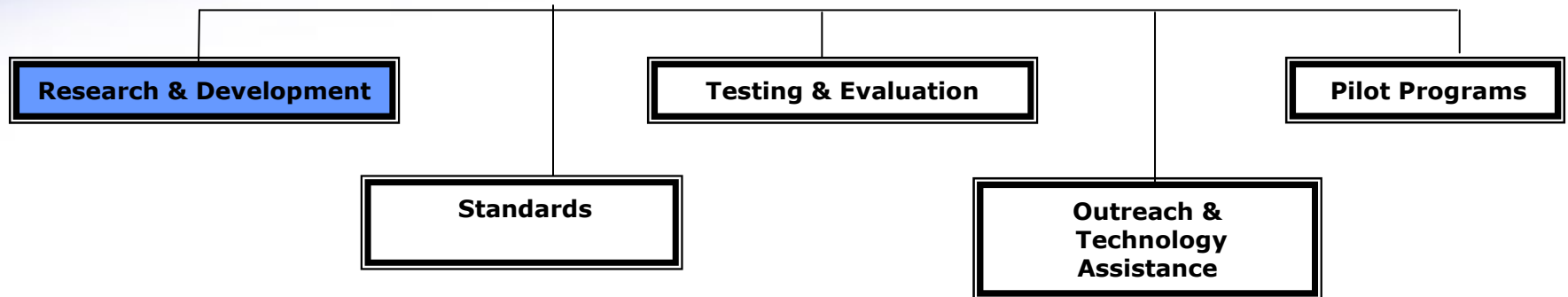


## ***NIJ's Mission***

- To administer a program of research, development, testing and demonstration
  - NIJ is the research, development and evaluation arm of the U.S. DOJ
  - NIJ's primary focus is state and local criminal justice agency needs
- To establish and maintain advisory groups to assess the technology needs of Federal, State and local CJ agencies
  - Technical Working Groups (TWGs) composed of active LE officers provide guidance
- To establish and maintain performance standards, test and evaluate law enforcement technology and equipment, and establish programs to certify, validate and mark technologies and equipment conforming to these standards

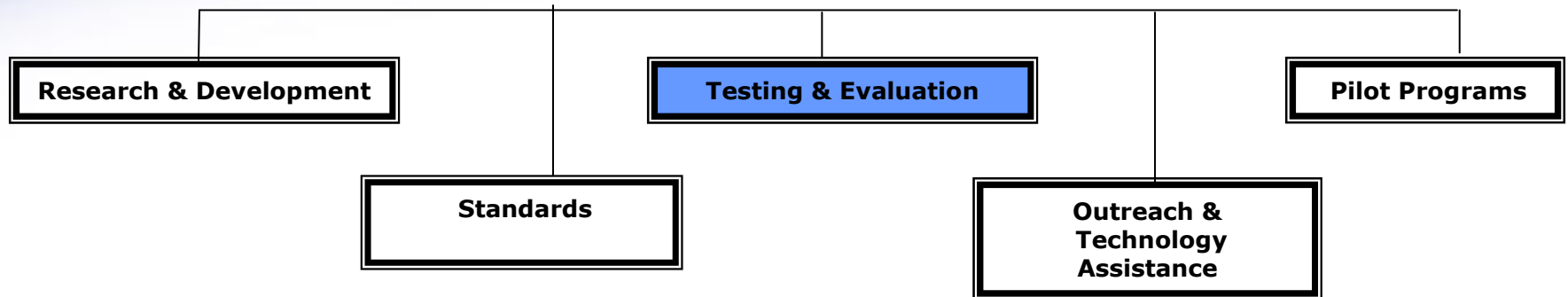


## CommTech Areas of Focus

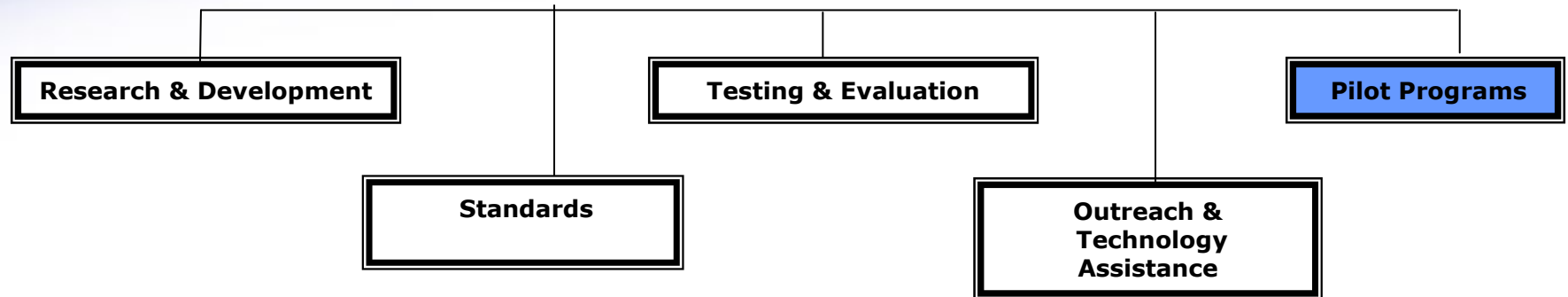


We are funding **research and development** in the following areas:

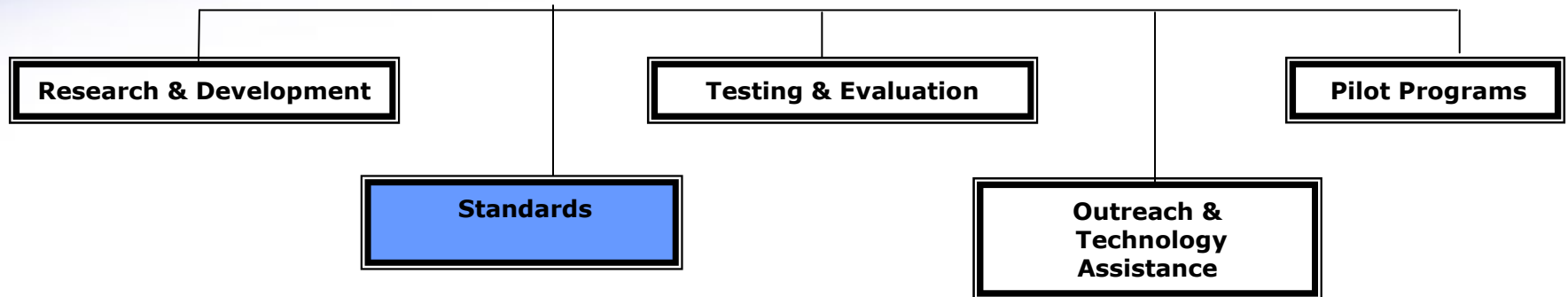
- Software Defined Radio
- Cognitive Radio
- Voice over IP
- Advanced Wireless Voice and Data
- In-building location and communication
- Cellular detection, location & defeat



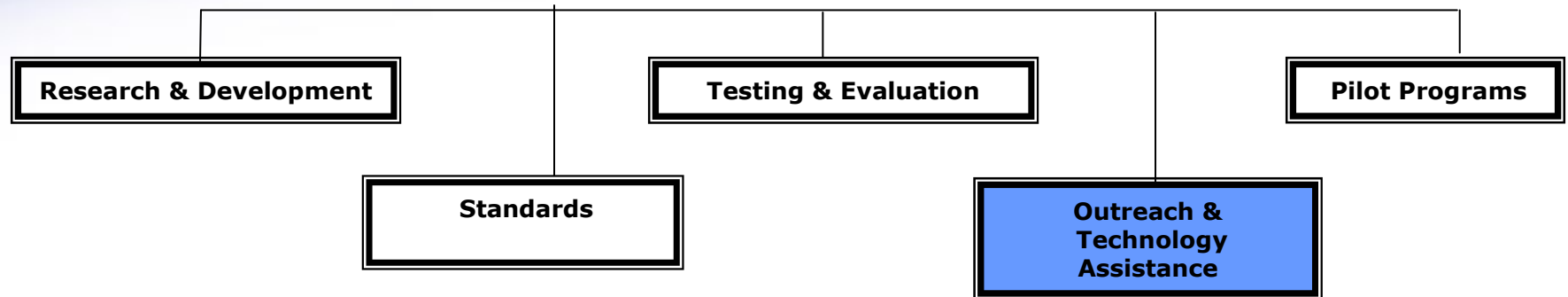
- **Testing and evaluation** of technology platforms to provide unbiased information to the public safety community
  - Conduct functional review
  - Perform technical evaluation/testing
  - Perform operational evaluation/testing



- Danville, VA Voice of Internet Protocol
- Software Defined Radio
- CommTech **pilots** consist of
  - A TWG requirement
  - A state and/or local law enforcement agency with operational cycles to devote.
  - Vendor



- To assist the development of **standards** that improve technology availability, cost, reliability & Interoperability
  - P25
  - Software Defined Radio



Provide unbiased **outreach and technology assistance** to the public safety community on communication technology related issues

- Support tactical operations
- Outreach



# CommTech In Shorts





## Our Partners

- NLECTC Center system ([www.justnet.org](http://www.justnet.org))
- Federal, e.g., DoJ, DHS, DoC, DoD
- State and local (Virginia, Danville, NH PD)
- Private Industry



## CommTech Key FY07 Thrusts

The CommTech Program will address both short and long term interoperability solutions involving wireless telecommunications and information technology applications to include:

- Multiband Software Defined Radio Technologies
- Cognitive technology
- Locator Technologies & real-time updates
- In-building coverage
- Non-terrestrial technologies
- Alternative, affordable, backbone interconnectivity for repeaters
- Form factor issues for multiband (antennas/batteries/weight)
- Mobile hybrid technology for broadband data (802.11/802.16/700Mhz)
- VoIP, including telephony (for example E911)
- Cellular detection, location & defeat



**An example of a CommTech Pilot**

## **The Cisco/Danville Project**



## Piedmont Regional Voice over IP Pilot (RVIP)

### NIJ CommTech Role

- The Piedmont RVIP is a project between The City of Danville, Cisco Systems (and Sprint Nextel).
- NIJ CommTech is participating as an observer and as an adviser to the City of Danville Police.
  - *Cisco is the primary network designer & equipment provider, with assistance from local radio management resources.*
- NIJ CommTech personnel are documenting lessons learned.
- NIJ CommTech personnel directly assisted with development of the regional governance structure.
- NIJ is not providing funding for this project beyond manpower.



## Piedmont RVIP Before/After

Area	Before	After
RF Interoperability	No common Frequency	Frequency cross-programming & VoIP gateway between systems
Officer – PSAP/ Dispatch operability	Officers left coverage of home system & contact with dispatch center	Remote PSAP access & direct officer access to compatible neighboring systems
Administrative & Governance issues	No mechanism for in place sharing/control of RF resources	Multi-Agency Gov. structure in place for sharing/control of Radio/VoIP resources



## Piedmont RVIP Project Participants

### Public Safety participants

- City of Danville, Virginia
  - VHF Radio System(s)
- Pittsylvania County, Virginia
  - VHF Radio System
- Caswell County, North Carolina
  - UHF Radio System
- North Carolina State Highway Patrol
  - Conventional VHF & Trunked 800MHz Radio Systems
- Virginia State Police
  - Regional VHF Radio channel & Virginia Statewide channel.

### Corporate Participants

- Cisco Systems Inc. – Equipment and technology.
- Sprint Nextel – Networking links.



## Funding opportunities

<http://www.ojp.usdoj.gov/nij/funding.htm>



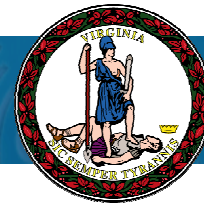
## Contact

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CommTech Portfolio Manager

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202-841-2563



# Dan M. Hawkins, Director Public Safety Programs



## SEARCH

The National Consortium for Justice  
Information and Statistics

[www.interoperability.virginia.gov](http://www.interoperability.virginia.gov)

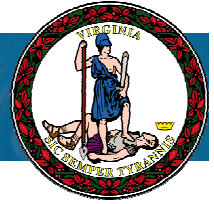


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# Background on SEARCH



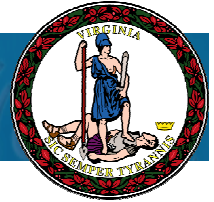
- What is SEARCH?
  - Non-profit consortium of the states formed in 1969
  - Sacramento headquarters with a Washington office
  - Staff of 40 professionals

- SEARCH Mission

*SEARCH is dedicated to improving the quality of justice and public safety through the use, management and exchange of information; application of new technologies; and responsible law and policy, while safeguarding security and privacy.”*



# Technical Assistance Program



## Methods:

- Conferences, workshops, summits, and other facilitated **training**
- **Publications**, including issue briefs, white papers, and guides offering in-depth analysis of technology issues and specific management recommendations
- **Direct technical assistance**, Onsite and in-house, using best practices in technology project governance, planning and project management

**SEARCH  
National  
Technical  
Assistance  
Program**

*Assisting justice and  
public safety to develop,  
operate, secure and  
improve information  
sharing and identification  
systems.*

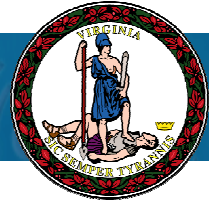
**Justice • Public Safety • Homeland Security**

**Make Technology Work for You**

[www.search.org](http://www.search.org)



# Technical Assistance Program



- **COPS Interoperable Communications Technology Program (ICTP)**
  - Interagency communications projects across 2003-2006 grantees (65 grants)
- **COPS Technology Program**
  - Projects of many types across 2003-2006 grantees (~1350 grants)
- **DHS Interoperable Communications Technical Assistance Program (ICTAP)**
  - Urban Area Security Initiative (UASI) and State Homeland Security grantees

**TA Focus Areas**

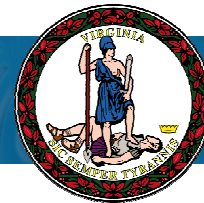
- Effective governance structures development
- Acquisition document development (RFI/RFP)
- Systems evaluation
- Information exchange analysis
- Business process documentation
- Technical documentation review
- Needs analysis and assessment
- Policy and procedure development
- Strategic planning
- IT procurement planning
- Security assessments
- Legal, policy and technical research
- Infrastructure assessment
- Meeting facilitation
- Requirements development
- Technology planning workshops
- Statistical analysis
- Standards development (XML, data exchange, functional, performance)
- Information security policy development
- Computer forensics policy and unit development
- Performance measures development

***"Very specific, practical and hands-on."***

— Terry Speiker,  
Intergovernmental  
Relations Director,  
Ramsey County  
(Minnesota)



# Direct Technical Assistance



## ICTP Grants

- FY03
- FY04
- FY05
- FY06

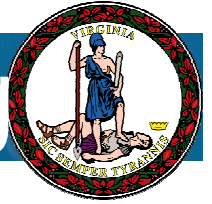


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# Technical Assistance – Training



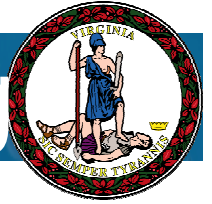
## ICTP Kickoff Conferences

- FY2003 Grantees  
Washington, D.C.  
February 2004
- FY2004 Grantees  
Miami  
December 2004
- FY2005 Grantees  
Phoenix  
November 2005





# Technical Assistance – Training



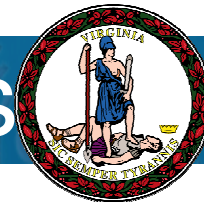
## ICTP Advanced Workshops

- Denver  
April 2005
- Columbus  
June 2005
- Charlotte  
July 2005
- San Francisco  
September 2006
- Atlanta  
November 2006





# Technical Assistance – Summits

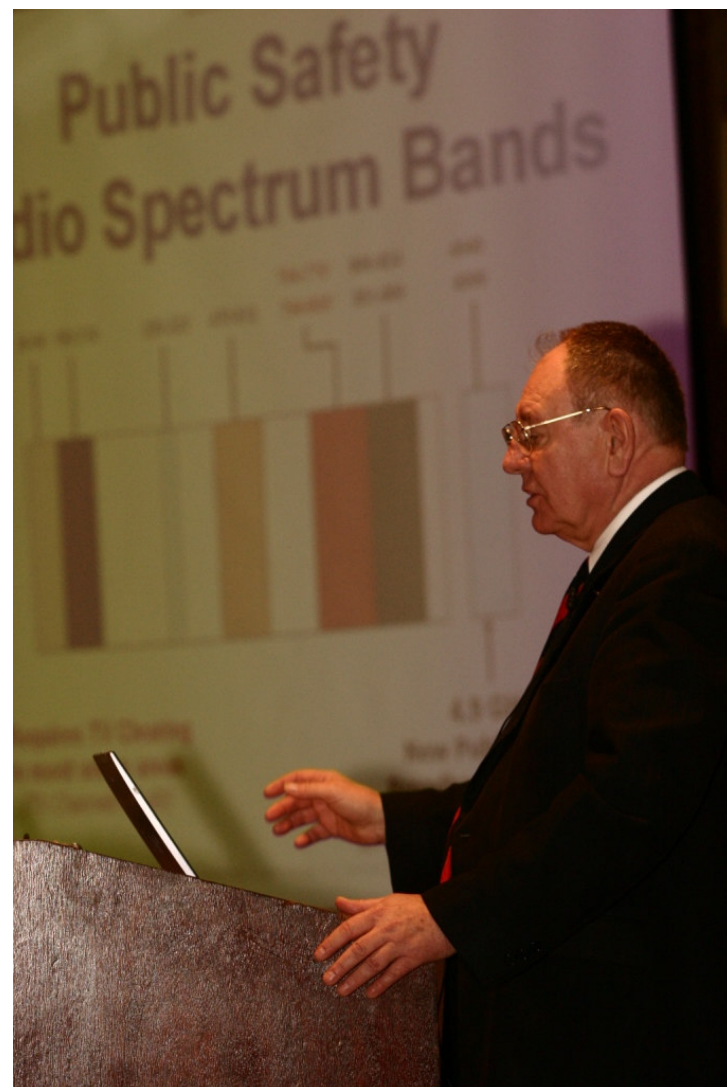


## National Interoperability Summit

**May 24 - 25, 2006**  
**Austin, Texas**

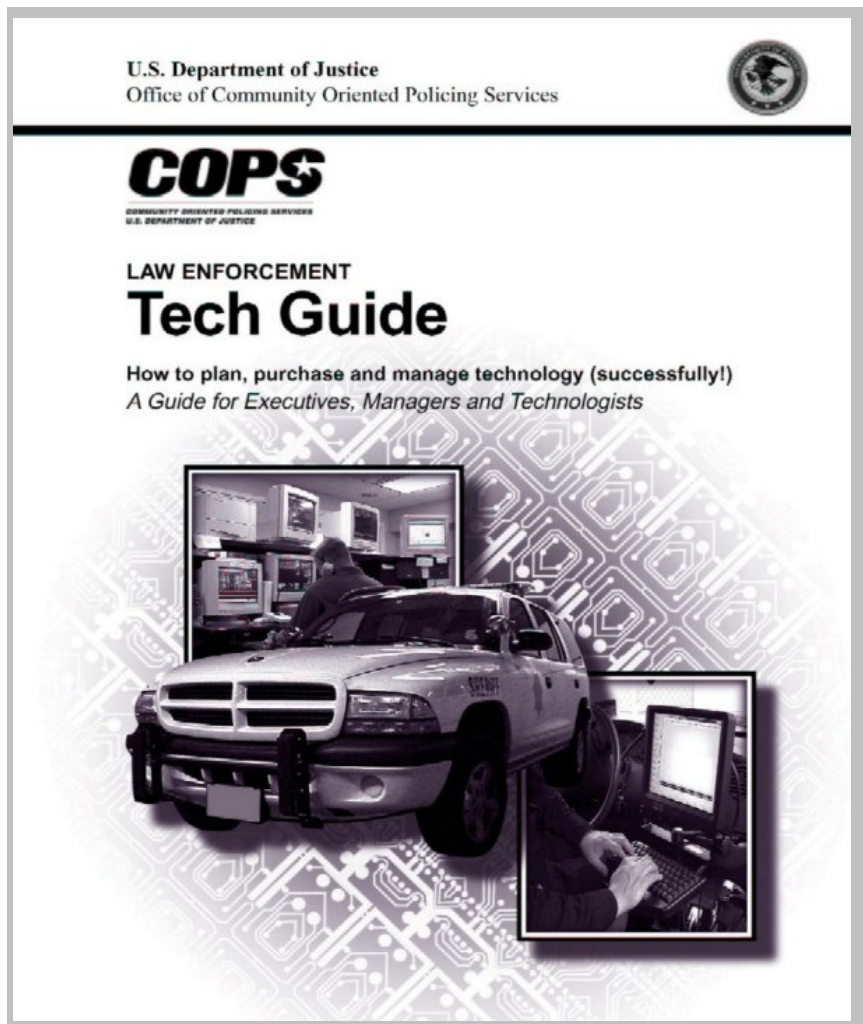
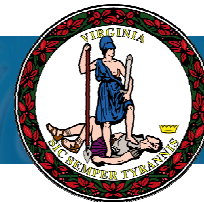
**Co-sponsored by DOJ & DHS**

**Approximately 150 persons  
representing interagency  
communications projects from  
state, local, and federal  
government.**





# Technical Assistance Tools

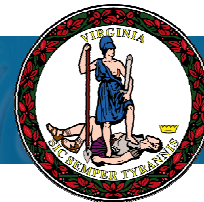


- *Law Enforcement Tech Guide*
  - Published in 2002
  - Approx. 10,000 copies distributed
  - Self-directed guide
  - Text for training





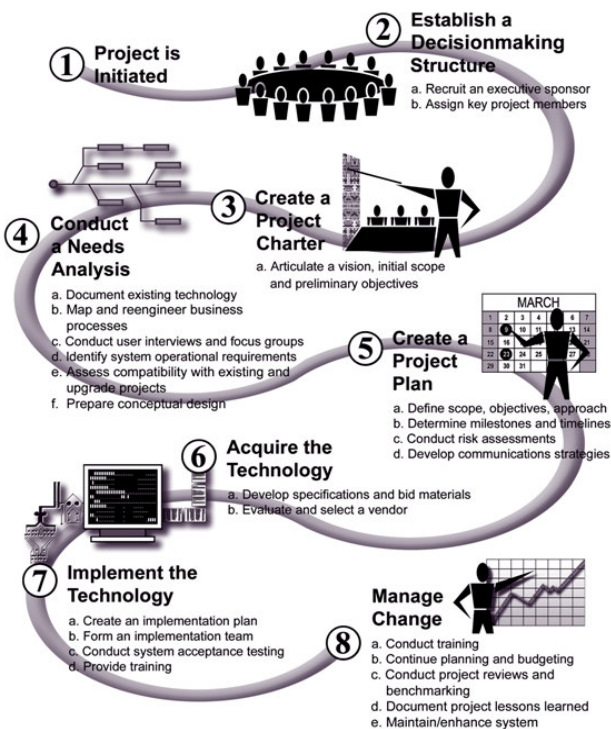
# Technical Assistance Tools



8

About the Guide

## Law Enforcement IT Projects: A Roadmap to the Guide



## • *Law Enforcement Tech Guide*

- Staple reference for direct technical assistance provided to agencies
- Friendly, usable
- Practical application to public safety projects of all sorts

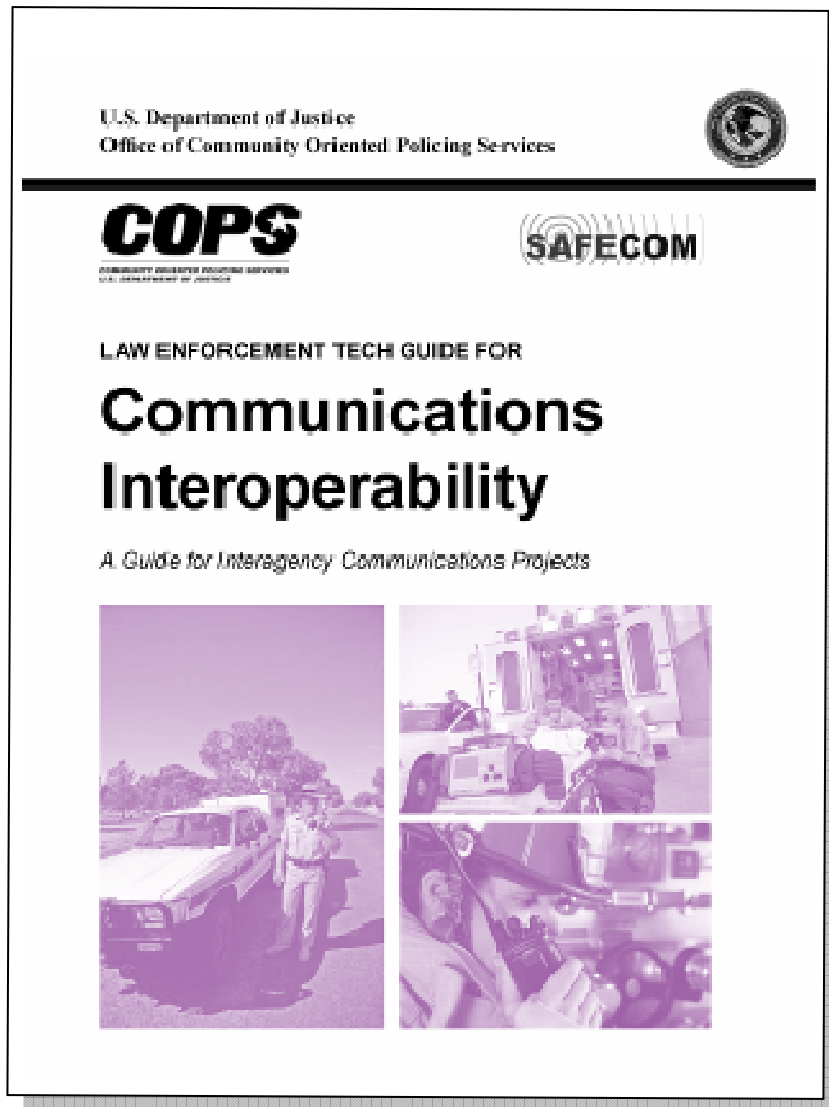
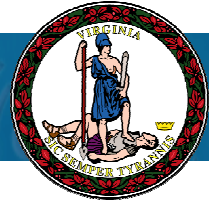


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Communications  
Conference



# Technical Assistance Tools

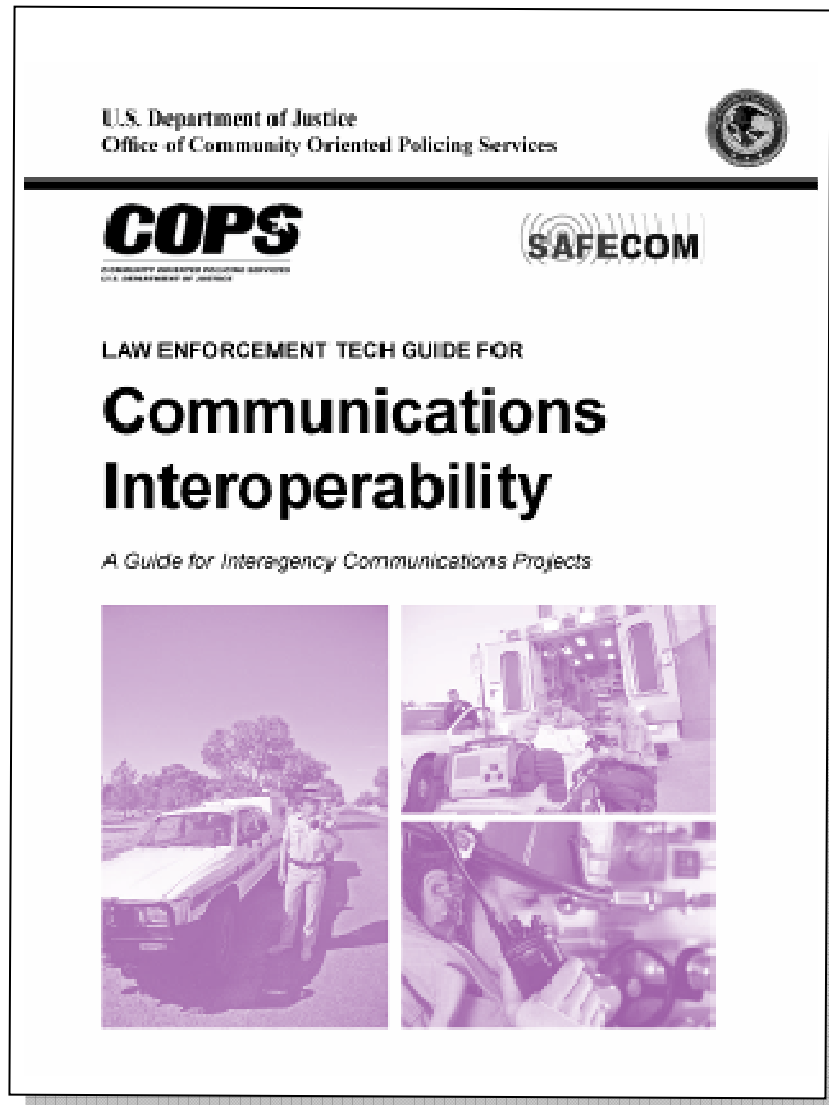
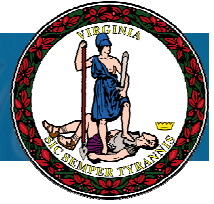


- *Interoperability Tech Guide*
  - Companion to the Law Enforcement Tech Guide
  - For interagency communications projects of all disciplines
  - September 2006 publication

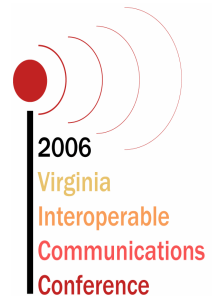




# Technical Assistance Tools

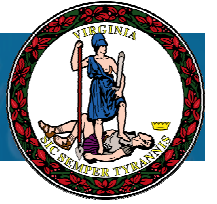


- Review Committee
  - Harlin McEwen
  - Joe Noce
  - John Powell
  - Steve Proctor
  - Marilyn Ward
- Further review
  - DOJ, DHS, Global





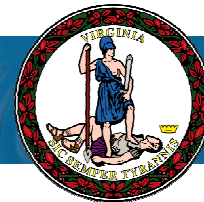
# IO Tech Guide - Contents



- What is Interoperability?
  - 1. Introduction: A Changing Environment
  - 2. Key Challenges and Critical Elements
  - 3. Operability – Job #1
  - 4. Interoperability and the Integrated Enterprise
- How is Interoperability Achieved?
- Exploring the Technologies
- Appendices



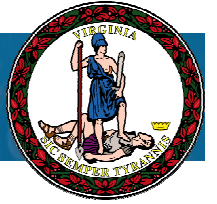
# IO Tech Guide - Contents



- What is Interoperability?
- How is Interoperability Achieved?
  - 5. Build an Interagency Foundation
  - 6. Conduct a Needs Analysis
  - 7. Scope the Work to be Done
- Exploring the Technologies
- Appendices



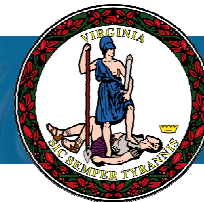
# IO Tech Guide - Contents



- What is Interoperability?
- How is Interoperability Achieved?
  - 8. Create a Project Plan
  - 9. Acquire the System Components
  - 10. Implement the System
- Exploring the Technologies
- Appendices



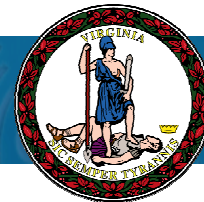
# IO Tech Guide - Contents



- What is Interoperability?
- How is Interoperability Achieved?
  - 11. Transition to Long-Term Governance
  - 12. Develop Policies and Procedures
  - 13. Train and Exercise
- Exploring the Technologies
- Appendices



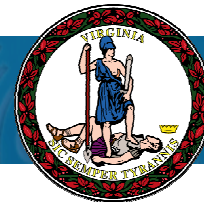
# IO Tech Guide - Contents



- What is Interoperability?
- How is Interoperability Achieved?
  - 14. Maintain the Technology
  - 15. Measuring Interoperability
- Exploring the Technologies
- Appendices



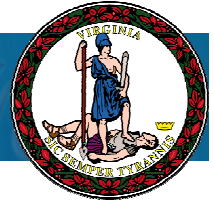
# IO Tech Guide - Contents



- What is Interoperability?
- How is Interoperability Achieved?
- Exploring the Technologies
  - 16. Voice Communications
  - 17. Data Communications
- Appendices



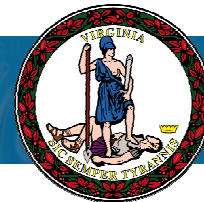
# IO Tech Guide - Contents



- What is Interoperability?
- How is Interoperability Achieved?
- Exploring the Technologies
- Appendices
  - A. Sample Agreements
  - B. SOP Examples
  - C. ICS Communications Position Duties
  - D. Interoperability Assessment Scorecard



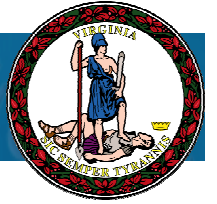
# IO Tech Guide - Contents



- What is Interoperability?
- How is Interoperability Achieved?
- Exploring the Technologies
- Appendices
  - E. Bibliography
  - F. Glossary
  - G. SAFECOM Interoperability Continuum



# Sources: Tech Guides



- **Online**

- COPS: Publications are available at

- <http://www.cops.usdoj.gov/default.asp?Item=118>

- SEARCH: Complete versions of the larger documents can be found as single files at

- <http://www.search.org/services/publications/>

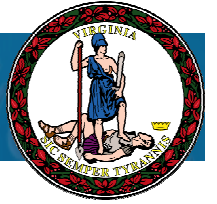
- **Hard Copy:**

- Distributed by the COPS Office. Contact the COPS Office Response Center

- 800-421-6770 or by email at [askCOPSRC@usdoj.gov](mailto:askCOPSRC@usdoj.gov)



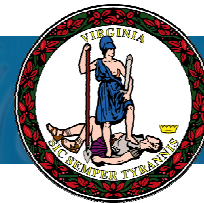
# Contact Information



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# The Federal Perspective Panel



[www.interoperability.virginia.gov](http://www.interoperability.virginia.gov)



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